

To the Honorable Council City of Norfolk, Virginia

March 28, 2017

From:

George M. Homewood, FAICP, CFM, Planning Director

Subject:

Amendment to the general plan, plaNorfolk2030, from Single Family Traditional to Commercial at 509 Yoder Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue and a change of zoning from Conditional C-2 and R-6 (Single-family) to Conditional C-2 at 509 Yoder Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue, 812 Poplar Hall Drive, and 6015 Poplar Hall Drive – Sentara Healthcare

Reviewed:

Not Colod

Ward/Superward: 4/7

Wynter C. Benda, Deputy City Manager

Approved:

Jaugles & dmith

Item Number:

PH-1

Douglas L. Smith, Interim City Manager

I. Staff Recommendation: Approval.

II. Commission Action:

By a vote of 4 to 0, the Planning Commission recommends Approval.

III. Request:

- a. Amendment to the future land use designation in the general plan, *plaNorfolk2030*, from Single Family Traditional to Commercial at 509 Yoder Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue.
- b. Change of zoning from Conditional C-2 and R-6 (Single-family) to Conditional C-2 at 509 Yoder Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue, 812 Poplar Hall Drive, and 6015 Poplar Hall Drive.

IV. Applicant: Sentara Healthcare

V. <u>Description:</u>

- The property is located on the south side of Poplar Hall Drive, north side of Benton Street, east side of Lucas Avenue, and west of I-64 Highway.
- This request would allow for development of the site for additional medical offices.

VI. Historic Resources Impacts:

The site is vacant and is not located in any local, state or federal historic district.

VII. Public Schools Impacts

N/A

Staff contact: Susan Pollock at (757) 664-4765, susan.pollock@norfolk.gov

Attachments:

- Proponents and Opponents
- Staff Report to CPC dated February 23, 2017 with attachments
- Ordinance



Planning Commission Public Hearing: February 23, 2017

Executive Secretary: George M. Homewood, FAICP, CFM

Planner: Susan Pollock Hart, CFM

Staff Report	Item No. 2			
Address		12-6044 Benton Street, 500-520 Lucas Avenue, ive, and 6015 Poplar Hall Drive		
Applicant	Sentara Healthcare			
Requests	General Plan Amendment	Amend the future land use designation in the general plan, plaNorfolk2030, from Single Family Traditional to Commercial at 509 Yode Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue		
	Conditional Rezoning	From Conditional C-2 and R-6 (Single-family) to Conditional C-2 at 509 Yoder Avenue, 6012- 6044 Benton Street, 500-520 Lucas Avenue, 807 Poplar Hall Drive and 6015 Poplar Hall Drive.		
Property Owner	Sentara Healthcare and	MPB, Inc		
	Site	3.6 Acres		
	Future Land Use Map	Single-Family Traditional		
Site Characteristics	Zoning	R-6		
	Neighborhood	Glenrock		
	Character District	Suburban		
	North	C-3: Costco; Land and Coates, Inc.		
Surrounding Area	East	I-64 Highway, IN-2 (Institutional Campus District): Barry Robinson Center, and Condition IN-2: St. Mary's Home		
	South	R-6: Single-Family Residences		
	West	R-6 and Conditional R-8: Single-Family Homes		



A. Summary of Request

- The property is located on the south side of Poplar Hall Drive, north side of Benton Street, east side of Lucas Avenue, and west of I-64 Highway.
- This request would allow for development of the site for additional offices.

B. Plan Analysis

Plan Amendment

- plaNorfolk2030 identifies this site as single family traditional, making the proposed use inconsistent with plaNorfolk2030.
 - An amendment to commercial is necessary for the proposed use to be consistent with plaNorfolk2030.
- The identifying land use strategies chapter of plaNorfolk2030 identifies the commercial category as a location for a broad range of retail sales and services, typically located along arterial roadways.
 - It also calls for developing appropriate land use transitions between lower-intensity residential areas and other more intense land uses by stepping down the level of intensity, and by using vegetated buffers to ensure meaningful physical separation.
- The existing office use at this site has long served as a transitional buffer between the single-family uses and the more intense commercial uses to the north, as well as Interstate 64.
 - Extending the office use further south will only serve to enhance that buffer, particularly from the Interstate.
- The proposed office use will also provide for a more substantial vegetated buffer between any new office development and the residences to the south of Benton Avenue.
- Since the proposed rezoning will ultimately serve to buffer the neighborhood from the more intense uses to the north and east, the proposed plan amendment is appropriate.

C. Zoning Analysis

i. General

- In 1986, the 8.5 acres abutting this site to the north was conditionally rezoned to accommodate two medical office buildings.
 - The first building has been constructed.
- Since 1991, Sentara has been acquiring the property proposed for rezoning with the intent of expanding the office complex.
- The applicant proposes to expand the commercial zoning to allow for that expansion.
- Similar to the original rezoning, the applicant has proffered that the use of the site shall only be for offices and that an increased buffer will be provided adjacent to the residential development to the west and south.
- If the plan amendment is approved, the request would be consistent with plaNorfolk2030.

ii. Parking

The current office building complies with current parking requirements.

 Any new construction would have to comply with all development standards in place at the time of construction including parking.

iii. Flood Zone

The property is located in the X (Low to Moderate) which is a low-risk flood zone.

iv. Historic Analysis

The site is not located in any local, state, or federal historic district.

D. Transportation Impacts

- Trip generation estimates for the proposed expanded commercial site cannot be forecast until a formal plan of development for the location is finalized.
- All access to the expanded commercial site should be from Poplar Hall Drive in order to protect the adjacent residential districts and streets from inappropriate volumes of traffic.
- Poplar Hall Drive along the site is not identified as a severely congested corridor in either the AM or PM peak hours in the current update to regional Hampton Roads Congestion Management analysis.
- The site is near transit services with the Hampton Roads Transit Military Circle Transfer Center located nearby which is served by bus routes 15 (Military), 20 (Virginia Beach), 23 (Princess Anne), and 25 (Newtown).
- Poplar Hall Drive adjacent to the site is not an identified priority corridor in the City of Norfolk Bicycle and Pedestrian Strategic Plan.

E. Historic Resource Impacts

The site is vacant and is not located in any local, state or federal historic district.

F. Public School Impacts

N/A

G. Environmental Impacts

Any new development will have to comply with all development standards and other requirements in the *Zoning Ordinance*, including parking, landscaping and stormwater improvements.

H. Surrounding Area/Site Impacts

- The site abuts Poplar Hall Drive to the north, I-64 to the east and other commercial uses to the north.
- The expansion of a medical office complex would provide an additional buffer between the residential uses and the interstate.
- The applicant has also proffered a landscaped buffer of 15 feet from the residential uses on Benton Street and Lucas Avenue.

Payment of Taxes

The property owner is current on real estate taxes.

J. Civic League

Notice was sent to the Glenrock Civic League on January 11, 2017.

K. Communication Outreach/Notification

- Legal notice was posted on the property on January 17.
- Letters were mailed to all property owners within 300 feet of the property on February 8.
- Legal notification was placed in The Virginian-Pilot on February 9 and February 16.

L. Recommendations

Staff recommends that the request to conditionally rezone the property be **approved** subject to the proffered conditions.

Attachments

Location Map
Future Land Use Map
Zoning Map
Application
Notification list to property owners within 300 feet
Notice to the Glenrock Civic League

Proponents and Opponents

Proponents

Warren Tisdale 440 Monticello Avenue Norfolk, VA 23507

Opponents

None

02/27/2017 lds

Form and Correctness Approved

Office of the City Attorney

NORFOLK, VIRGINIA

Contents Approved:

DEPT.

ORDINANCE No.

AN ORDINANCE TO REZONE PROPERTIES LOCATED AT 509 YODER AVENUE, 6012 TO 6044 BENTON STREET, 500 TO 520 LUCAS AVENUE, AND 812 AND 6015 POPLAR HALL DRIVE TO CONDITIONAL C-2 (CORRIDOR COMMERCIAL) DISTRICT.

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the properties located at 509 Yoder Avenue, 6012 to 6044 Benton Street, and 500 to 520 Lucas Avenue are hereby rezoned from R-6 (Single-Family Residential) District to conditional C-2 (Corridor Commercial) District. The properties are more fully described as follows:

Properties front 202 feet, more or less, along the western line of Yoder Avenue, 628 feet, more or less, along the northern line of Benton Street, and 295 feet, more or less, along the eastern line of Lucas Avenue; premises numbered 509 Yoder Avenue, 6012 to 6044 Benton Street, and 500 to 520 Lucas Avenue.

Section 2:- That the properties located at 812 and 6015 Poplar Hall Drive are hereby rezoned conditional C-2 (Corridor Commercial) District to conditional C-2 (Corridor Commercial) District in order to change the conditions. The properties are more fully described as follows:

Properties front 917 feet, more or less, along the southern line of Poplar Hall Drive beginning 900 feet, more or less, from the southern line of East Virginia Beach Boulevard and extending southwardly; properties also front 331 feet, more or less, along the eastern line of Lucas Avenue and are bounded on the east by Interstate 64; premises numbered 812 and 6015 Poplar Hall Drive.

Section 3:- That all of the properties rezoned by this ordinance shall be subject to the following conditions:

- (a) The only uses permitted on the property are office use and any accessory uses thereto.
- (b) Vehicle access to the property shall be only from Poplar Hall Drive.
- (c) There will be a 15-foot landscaped buffer, measured from the property line, along (i) the southernmost 295 feet of Lucas Avenue, measured from its intersection with Benton Street, and (ii) Benton Street.

Section 4:- That the official Zoning Map for the City of Norfolk is hereby amended and reordained so as to reflect this rezoning.

Section 5:- The Council hereby finds that this zoning amendment is required by public necessity, convenience, general welfare, or good zoning practice.

Section 6:- That this ordinance shall be in effect from the date of its adoption.

02/22/17 lds

Form and Correctness Approved

Office of the City Attorney

NORFOLK, VIRGINIA

Contents Approved:

By DEPT.

ORDINANCE No.

AN ORDINANCE TO AMEND THE CITY'S GENERAL PLAN, PLANORFOLK2030, SO AS TO CHANGE THE LAND USE DESIGNATION FOR PROPERTIES LOCATED AT 509 YODER AVENUE, 6012 TO 6044 BENTON STREET, AND 500 TO 520 LUCAS AVENUE FROM SINGLE FAMILY TRADITIONAL TO COMMERCIAL.

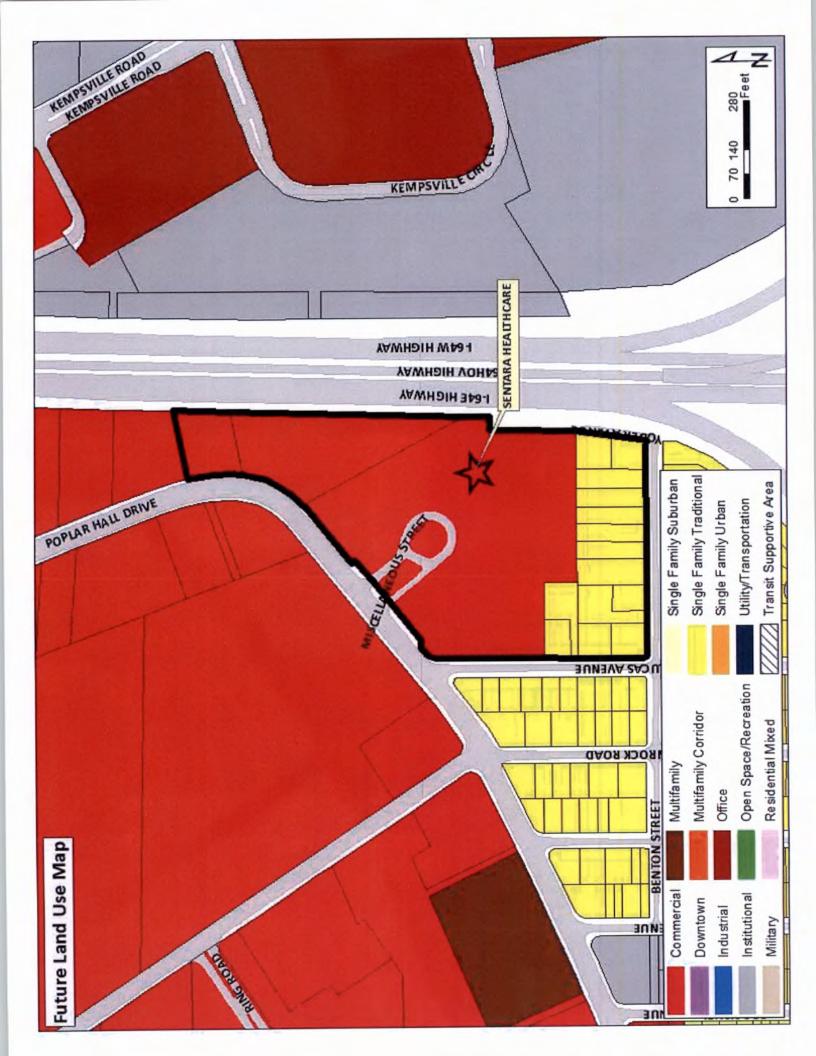
BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the land use designation set forth in the City's general plan, plaNorfolk2030, for the properties located at 509 Yoder Avenue, 6012 to 6044 Benton Street, and 500 to 520 Lucas Avenue are hereby changed from Single Family Traditional to Commercial. The properties which are the subject of this change in land use designation are more fully described as follows:

Properties front 202 feet, more or less, along the western line of Yoder Avenue, 628 feet, more or less, along the northern line of Benton Street, and 295 feet, more or less, along the eastern line of Lucas Avenue; premises numbered 509 Yoder Avenue, 6012 to 6044 Benton Street, and 500 to 520 Lucas Avenue.

Section 2:- The Council hereby finds that this general plan amendment is required by public necessity, convenience, general welfare, or good zoning practice.

Section 3:- That this ordinance shall be in effect from the date of its adoption.









APPLICATION CHANGE OF ZONING

			Date of ap	plication:	2/1/2011	6	
Change	of Zoning From	Conditional C-2 and Zoning R-6	Conditiona To: <u>C-2</u> Zo	n1 oning			
DESCR	IPTION OF	PROPERTY					
See at	tached VHE ed list of	(Street Number) B Survey of Sentar f property address perty: Office Use	ra Poplar Hall ses	eet Name) Campus date	d Septembe	er 23,	6 a
Propose	ed Use 01	quare Footage_Build		nd level) i	s 22,193 s	square	feet
Trade N	lame of Bus	siness (If applicable)	Sentara Healt	hcare			
(If appli	cant is a LL	owner of several C or a Corp./Inc., inc lly owned subsidi	clude name of offi	icial represent		r all par	tners)
1. Nam	ne of applic	ant: (Last) Souders	r, Commercial	irst) Bob Real Estate		_(MI) _	_
Mailing	address of	applicant (Street/P.0	O. Box): 835 Gle	arock Road,	Suite 270		
(City)_	Norfolk		(State) VA	(Zip (Code) 2350	2	
		e number of applican					

DEPARTMENT OF CITY PLANNING

E-mail address of applicant: rlsouder@sentara.com

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised January, 2015) Application Rezoning Page 2

2. Name of applicant: (Last)	(First) Warren	(MI) <u>L.</u>
Mailing address of applicant ((Street/P.O. Box): 440 Mon	nticello Avenue,	Suite 2200
(City) Norfolk	(State)VA	(Zip Code)23510
Daytime telephone number o	of applicant (757) 628-5556	Fax ()_	
E-mail address of applicant:_	wtisdale@wilsav.com		
c/o MPB, Inc., ATTN: Bob			
c/o MPB, Inc., ATTN: Bob 3. Name of property owner: (Mailing address of property of	Last)	(First)	(MI)
c/o MPB, Inc., ATTN: Bob 3. Name of property owner: (Last) owner (Street/P.O. box): _	(First)	(MI)
c/o MPB, Inc., ATTN: Bob 3. Name of property owner: (Mailing address of property of	bwner (Street/P.O. box): (State)	(First) (Zip Code)	(MI)
c/o MPB, Inc., ATTN: Bob 3. Name of property owner: (Mailing address of property of (City)	bwner (Street/P.O. box): (State)	(First) (Zip Code)	(MI)
c/o MPB, Inc., ATTN: Bob 3. Name of property owner: (Mailing address of property of (City)	Last) owner (Street/P.O. box): _ (State) of owner ()	(First) (Zip Code)	(MI)
c/o MPB, Inc., ATTN: Bob 3. Name of property owner: (Mailing address of property of (City) Daytime telephone number of	Last)owner (Street/P.O. box):owner (State)of owner ()of ow	(First) (Zip Code) _ email:	(MI)
3. Name of property owner: (Mailing address of property of (City) Daytime telephone number of CIVIC LEAGUE INFORMAT	Last) owner (Street/P.O. box): (State) of owner () CION arock Civic League/Dav	(First)(Zip Code) email:	(MI)

DEPARTMENT OF CITY PLANNING

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised January, 2015) Rezoning Page 3 **CERTIFICATION:** I hereby submit this complete application and certify the information contained herein is true and accurate to the best of my knowledge: MPB, INC. Print name: by Robert Broermann (Property Owner or Authorized Agent of Signature) Treasurer SENTARA HEALTHCARE 29 Print name: by Robert Broermann (Applicant) and Property Owner (Date)

ONLY NEEDED IF APPLICABLE:

Application

Print name: Warren L. Tisdale (Authorized Agent Signature)

Sign: Warm L Tidale 12/1/2016

DEPARTMENT OF CITY PLANNING

810 Union Street, Room 508 Norfolk, Virginia 23510 Telephone (757) 664-4752 Fax (757) 441-1569 (Revised January, 2015)

Purpose for Rezoning

Sentara obtained the current Conditional C-2 zoning in 1986, and built the existing office building. Over the last thirty years, Sentara has acquired the adjacent residential lots in the same block, so that it now owns all of the property northeast of the intersection of Benton Street and Lucas Avenue. Sentara is filing this application to rezone all of the property to Conditional C-2, including the property that was rezoned to Conditional C-2 in 1986. Proffers will restrict the property to office use, and limit vehicle access. Once the property is rezoned, Sentara will resubdivide the property so that it is one parcel, without interior lot lines, and consolidate ownership into one Sentara entity. Sentara has no imminent plans to renovate or expand the existing building or to add additional office buildings, but is pursuing rezoning at this time to prepare the property for future use and facilitate Sentara's strategic planning of its administrative office needs.

Address List

509 Yoder Avenue

6012 Benton Street

6016 Benton Street

6020 Benton Street

6024 Benton Street

6028 Benton Street

6032 Benton Street

6036 Benton Street

6040 Benton Street

6044 Benton Street

500 Lucas Avenue

508 Lucas Avenue

516 Lucas Avenue

520 Lucas Avenue

807 Poplar Hall Drive

6015 Poplar Hall Drive

Proffered Conditions

- 1. Only office use and uses accessory thereto shall be permitted on the property
- 2. Vehicle access to the property shall be only from Poplar Hall Drive.
- 3. There will be a 15 foot landscaped buffer, measured from the property line, along (i) the southernmost 295 feet of Lucas Avenue, measured from its intersection with Benton Street, and (ii) Benton Street.

Tisdale, Warren L.

From:

Tisdale, Warren L.

Sent:

Thursday, November 17, 2016 2:03 PM

To:

David Hicks (wewatchglenrock@live.com)

Cc:

Robert L Souders; 'Pollock, Susan'; Newcomb, Lenny

Subject:

Sentara Rezoning Application -- 6015 Poplar Hall Drive Office Building and Residential

Property to the South

Mr. Hicks,

I represent Sentara Healthcare. Sentara in the next week or so will file an application to rezone the referenced property. The property will include the existing office building, zoned Conditional C-2, and the residential lots to the south of the office building. Those lots are zoned R-6.

Sentara obtained the Conditional C-2 zoning in 1986, and constructed the office building. For the past 30 years, Sentara has purchased the residential lots to the south as they became available, so that it now owns all of the property to the northeast of the intersection of Benton Street and Lucas Avenue.

For purposes of consolidation, Sentara wants to aggregate the property under one zoning district, and then resubdivide so that all of the property is one defined parcel. The idea is to rezone <u>all</u> of the property to Conditional C-2, with a proffer (condition) that provides the only use allowed on the property is office use. In addition, a proffer would provide that vehicles cannot enter or exit the property on Benton Street.

Sentara has no imminent plans to develop the property with another office building, or to renovate or modify the existing building. The desire simply is to get the property set up as one parcel under one zoning district. We anticipate this application will have minimal if any impact on residents in the area.

I will email you a courtesy copy of the application when we file it with City Planning. Once you receive it, please let me know when you and other civic league leaders might have time(s) available for us to discuss the application. Or of course we would be pleased to attend a civic league meeting.

Finally, please confirm by reply email that you received this—I want to make sure I am using the correct email address. And if you can, let me have a telephone number where I can reach you. My contact information is set forth below.

Thank you for your consideration of this matter.

r/ Warren Tisdale

Warren L. Tisdale Willcox & Savage, P.C. 440 Monticello Avenue Suite 2200 Norfolk, Virginia 23510 wtisdale@wilsav.com Telephone (757) 628-5556 Fax (757) 628-5566



Sentara Poplar Hall Campus

Sv-3

20, SIBRIC BYM (MB. 10' SC 28)

BENLON ZLEEL MATCHLINE - SEE SHEET Sv-5 4 INTERSTATE 64 VARABLE WOTH PUBLIC R/W (D.B. 983, PG. 369) YODER AVENUE MATCHLINE - SEE SHEET SV-2

Sentara Poplar Hall Campus MATCHLINE - SEE SHEET SV-5 MATCHLINE - SEE SHEET Sv-2





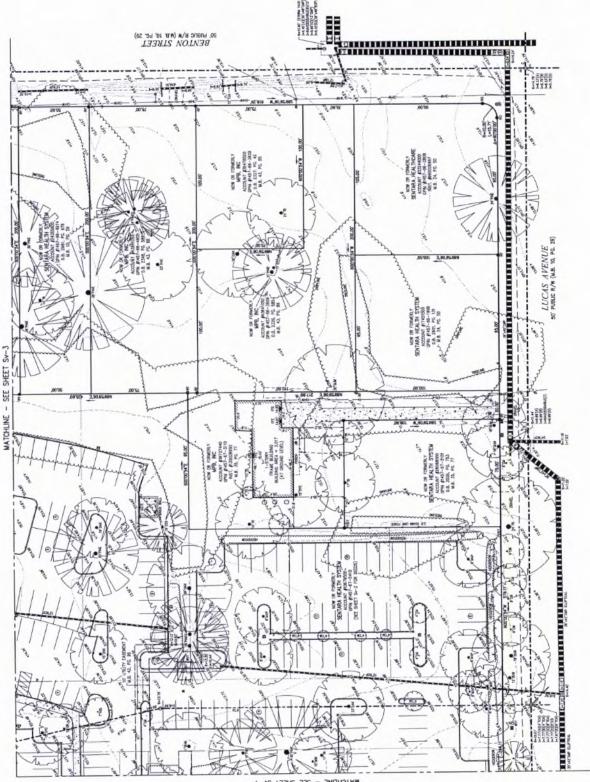


Sentara Poplar Hall Campus









MATCHLINE - SEE SHEET SV-4

Pollock, Susan

McDonald, Colette From:

Wednesday, January 11, 2017 4:52 PM wewatchglenrock@live.com Sent: ö

New Planning Commission Application - 509 Yoder Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue, 807 Poplar Hall Graves, Angelia; Riddick, Paul; Kiernan, Jamie; Pollock, Susan

Drive, and 6015 Poplar Hall Drive

Application.pdf Attachments:

Subject:

Mr. Hicks,

Attached please find an application from SENTARA, for a change of zoning from Conditional C-2 (Corridor Commercial) and R-6 (Single-family) to Conditional C-2 at 509 Yoder Avenue, 6012-6044 Benton Street, 500-520 Lucas Avenue, 807 Poplar Hall Drive, and 6015 Poplar Hall Drive.

Staff contact: Susan Pollock at (757) 664-4765, <u>susan.pollock@norfolk.gov</u>

This item is tentatively scheduled for the February 23, 2017 Planning Commission public hearing.

City of Norfolk Planning Technician Colette McDonald

NORFOLK Planning Department

Email | Colette.McDonald@Norfolk.gov Norfolk, VA 23510

810 Union Street | Suite 508

Phone | (757) 664-6771

Pollock, Susan

Glenrock Neighborhood Association <wewatchglenrock@live.com> From: Sent:

Thursday, January 05, 2017 9:02 PM

'Tisdale, Warren L.'

Pollock, Susan; 'Robert L Souders'; 'Stephenson, Andrew'

RE: Sentara Change of Zoning Application Poplar Hall

Subject:

Ö ö As of today, no one has contacted me with any concerns in this matter... Everyone has received, via email, copies of the application. If concerns are brought to

me I will inform you immediately...

NH∽

From: Tisdale, Warren L. [mailto:wtisdale@wilsav.com]

Sent: Thursday, January 5, 2017 9:42 AM

To: Glenrock Neighborhood Association < wewatchglenrock@live.com >

Cc: Pollock, Susan <susan.pollock@norfolk.gov>; Robert L Souders <rlsouder@sentara.com>; Stephenson, Andrew <apstephe@sentara.com>

Subject: RE: Sentara Change of Zoning Application Poplar Hall

David,

I hope you enjoyed the holidays.

As you and I discussed, we would like to meet with the Glenrock Civic League at its regular meeting on January 26. Please confirm we will be on the agenda for that meeting. I am copying Susan Pollock Hart of Planning.

Also, I will be in touch about setting up a preliminary meeting or call with the civic league leadership prior to the 26th, if possible.

Thanks, and regards,

Warren

From: Glenrock Neighborhood Association [mailto:wewatchglenrock@live.com]

Sent: Thursday, December 15, 2016 4:22 PM

To: Tisdale, Warren L.

Cc: 'Robert' L Souders'; Davis, Stephen R.; 'Pollock, Susan'; 'Newcomb, Lenny'; Fifteesgal@aol.com; Mary Jo; jc@jchits.com Subject: RE: Sentara Change of Zoning Application Poplar Hall

Acknowledge... I will follow up with you shortly.

David∼

From: Tisdale, Warren L. [mailto:wtisdale@wilsav.com]

Sent: Thursday, December 15, 2016 12:05 PM

To: David Hicks (wewatchglenrock@live.com) <wewatchglenrock@live.com>

Cc: Robert L Souders <<u>rlsouder@sentara.com</u>>; Davis, Stephen R. <<u>sdavis@wilsav.com</u>>; Pollock, Susan <<u>susan.pollock@norfolk.gov</u>>; Newcomb, Lenny

< lenny.newcomb@norfolk.gov>

Subject: FW: Sentara Change of Zoning Application Poplar Hall

Mr. Hicks,

perhaps early in January. We also would like to make a presentation at the regular Glenrock civic league meeting on January 26, if you have room We have not been able to get together on the phone to set up a meeting with the civic league leadership. We still are interested in meeting, on the agenda.

This rezoning application will be set for public hearing at the February 23 meeting of the Planning Commission.

Please call me to discuss. Thank you.

Telephone 628-5556 r/ Warren Tisdale

From: Tisdale, Warren L.

Sent: Friday, December 02, 2016 9:21 AM

Cc: Robert L Souders; Davis, Stephen R.; 'Pollock, Susan'; Newcomb, Lenny To: David Hicks (wewatchglenrock@live.com)

Subject: Sentara Change of Zoning Application Poplar Hall

Mr. Hicks,

I have attached a copy of the change of zoning application, which we are filing today.

I will call and email you Monday to set up a meeting with a leadership committee of the Glenrock Civic League in December. I understand from our conversation on November 29 that the next regular meeting of the civic league is not until January 26. We would like to go ahead and meet with the committee in December, if you can assist with those arrangements.

Thank you for your attention and consideration.

r/ Warren

Warren L. Tisdale
Willcox & Savage, P.C.
440 Monticello Avenue
Suite 2200
Norfolk, Virginia 23510
wtisdale@wilsav.com
Telephone (757) 628-5556
Fax (757) 628-5566

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